

PROJECT ASSISTANCE COMPLETION REPORT

PROJECT TITLE:	SWAZILAND TRAINING AND INSTITUTIONAL DEVELOPMENT PROJECT
PROJECT NUMBER:	645-0231
PROJECT AMOUNT:	\$11,310,000
COUNTRY:	Swaziland
FINAL PROJECT EVALUATION:	May 1996

1. SUMMARY OF SERVICES PERFORMED:

The Swaziland Training and Institutional Development Project (STRIDE) was authorized on May 31, 1990 as a 7 year, \$10 million project. It was amended once on June 30, 1992 to increase the USAID contribution to \$11,310,000 and the GOS contribution to \$5,662,040.

The project was designed to strengthen Swazi managerial/administrative capabilities in the private sector and government, to influence the reform of policies constraining private sector growth, and to strengthen local capacity to train Swazi managers in support of private sector growth and government reform. The project objectives were pursued by financing the costs of (a) long and short-term training in the United States or third countries, (b) in-country training for Swazi mid- and upper-level managers, and traditional leaders, (c) technical assistance, including long-term in-country project management, and (d) related training and support materials.

The project operated under the auspices of the Ministry of Labour and Public Services, with implementation guidance by a Steering Committee comprised of representatives from the Government of Swaziland, the private sector, and USAID. Aurora Associates Inc. of Washington D.C. was competitively selected to provide training and technical assistance.

Subsequent to the mid-term evaluation of the project in November 1993, a major shift of emphasis was made in response to opportunities unforeseen at the project identification phase. With the political changes taking place in the Southern Africa Development Community (SADC), most notably in the Republic of South Africa, and the deteriorating economic environment within Swaziland, the project widened its target audience to include labour unions, which were in the forefront of promoting democratic change which the private sector also perceived as vital for investment and economic growth. The project also shifted its

training strategy by bringing together large delegations of participants to examine topics such as industrial relations, governance, economic productivity, and human resource competitiveness.

The final evaluation in May 1996 noted that the project had become a major vehicle in the country for promoting national dialogue and political change. The closing date of the STRIDE office in Mbabane thus was extended to December 1996, and USAID oversight was assumed by the Regional Center for Southern Africa (RCSA) with the closing of the Mission to Swaziland in September 1996.

2. STATUS OF COMPLETION OF PROJECT ELEMENTS:

- a. Returned long-term participants will be qualified for promotion into leadership positions in private firms and GOS ministries.

Fifty-two (52) Fellows completed academic training, all of whom resumed employment upon return. Nine (9) obtained a Baccalaureate; 42 obtained a Masters, and one obtained a Doctorate. Three participants from the predecessor project, Swaziland Manpower Development Project (SWAMPD), were also funded under STRIDE for an additional semester each; two received a Doctorate and one received a Baccalaureate. The average rate of course completion of STRIDE participants was within 80% of the time originally planned. Fifteen percent (15%) attended Historically Black Colleges and Universities (HBCUs).

The majority of long-term participants assumed positions where they could apply their training. Forty-one (41) or 78% received training in business, thus meeting the project's purpose of increasing capacity within government and the business community to promote private sector growth. Twenty-two (22) or 42% were women, thus improving gender balance in the public and private sectors. Two participants took jobs outside of the country within a relatively short time after return, one in the Republic of South Africa and the other in Mozambique.

- b. Swazi middle and upper level public and private sector managers will be using improved financial, project and personnel management practices.

STRIDE funded a series of 23 Public Sector Management Program (PSMP) workshops involving more than 1,000 senior civil servants. These workshops were conducted by the Swaziland Institute of Management and Public Administration (SIMPA) to launch the PSMP which is to improve the efficiency of ministries and departments within the government, with priority accorded those serving the private sector. In addition, the project funded two, forty-person delegations of PSMP team leaders (representing all the ministries and departments, as well as persons representing the private sector

and civil servant labor unions) to civil service reform conferences in the Republic of South Africa. Without this support the reform momentum unquestionably would not have been maintained.

Through the Federation of Swaziland Employers (FSE) several workshops were funded by the project on productivity improvement. One of these workshops led to a tripartite resolution to create a Swaziland National Productivity Center (SNPC). The STRIDE office spent the final months preparing the preliminary documents as a follow-up to the workshop recommendation. The SNPC Board is comprised of representatives of Federation of Swaziland Employers, Swaziland Federation of Labour, Swaziland Federation of Trade Unions, Swaziland Institute of Personnel Management, Swaziland Institute of Management and Public Administration and four Government ministries (Ministry of Education, Ministry of Economic Planning and Development, Ministry of Works and Construction, and Ministry of Labour and Public Service).

- c. Traditional leaders will actively promote policies and activities that facilitate economic development in their communities.

Three hundred and ninety-one (391) person days of training were presented to Community Development (CD) staff in 1991 and 1992 in preparation for traditional leadership training. After the CD representative on the Steering Committee was replaced by a less active member, greater attention was given to seeking other ways of reaching traditional leaders, mainly through Parliament. Even with the November 1993 Parliamentary elections (all members were previously appointed by the King) many of the traditional leaders retained their seats.

In February 1995, STRIDE funded the first ever Budget Development and Analysis workshop for Parliamentarians. The workshop, conducted by SIMPA and attended by 90 Parliamentarians, examined the budget in connection with development needs in environment/education, health/social services, agriculture/income generation, and marginalized groups in society. In addition the workshop permitted an unplanned discussion about the governing roles of Parliament and Tinkundla, a traditional form of governance based on chiefdoms. This diversion from the main topic at hand was a symptom of a still continuing national debate on how to integrate contemporary and traditional forms of governance in Swaziland.

The project also funded an observational student visit to the Parliament of South Africa for officers of the Swaziland Parliament and representatives of television, radio, and newspapers. This contributed to the creation of a Press Center which is to improve communications with the Swazi public.

3. ACCOMPLISHMENTS IN TERMS OF PROJECT PURPOSE:

STRIDE exceeded its original purpose of strengthening Swazi managerial and administrative capacity in the private and public sectors and of strengthening training institutions that support private sector growth.

The peace negotiated by the United Nations (U.N.) between the government and rebel forces in Mozambique, and the end of apartheid in South Africa, followed by democratic elections in 1994, could not have been foreseen at the time of the project's design. Nor could the other democratic changes that swept other countries in the SADC region have been predicted, such as those in Malawi, Tanzania and Zambia. As noted below, the project seized this opportunity and mobilized large numbers of people behind key leaders in the country, most notably those in business associations and labor unions, to facilitate the movement toward democratic transformation.

The strengthening of SIMPA's capacity was not envisaged in the original project design. In early 1994, the project began working very closely with SIMPA soon after a very forward-looking, competent and influential Principal was appointed. Using STRIDE funds, both those funds managed directly by the Mission and those made available through the Aurora Associates contract, Technikon Southern Africa (Technikon SA) and SIMPA conducted training for elected councilors of Swaziland. A cooperative agreement between the two institutions subsequently was developed for the purpose of strengthening SIMPA's capacity to conduct training of elected leaders at the urban government and Parliamentary levels.

d. Under the Swaziland Training and Institutional Development (STRIDE) Project, Cal Poly entered into Cooperative Agreements with the University of Swaziland (UNISWA) and Swaziland College of Technology (SCOT) for the provision of certain in-country and out-of-country services and commodities to upgrade the programs in commerce at both institutions.

Since the inception of the Cooperative Agreements in late 1991, Cal Poly, through USAID funding, has accomplished the following:

1. The provision of training in teaching methods and computers to enable both institutions to provide graduates who think critically and who can make judgements on the basis of sound reason, adequate evidence, and use computer technology for communicating and assessing information.

2. The provision of Masters of Business Administration training to four individuals from UNISWA and baccalaureate training for one individual from SCOT. Additionally, a total of eight faculty members have spent time at Cal Poly, ranging from two weeks to six months, for professional development purposes. These undertakings

have facilitated both institutions' abilities to provide quality leadership and quality instruction of course work while, at the same time, developing well-rounded and marketable students.

3. The establishment of entrepreneurial course at SCOT and a small business development center at UNISWA. Given the high rate of unemployment in Swaziland, the administration at SCOT felt that each student should be trained in entrepreneurship while UNISWA opted for a small business development center.

4. Cal Poly assisted with the establishment of and the ongoing refinement of viable internship programs at SCOT and UNISWA. The two internship programs have allowed students to experience first-hand the reality of business organizations and the theoretical approaches to business.

The Cooperative Agreements linking Cal Poly, UNISWA and SCOT have been so successful that Professor Lydia Makhubu, Vice-Chancellor of UNISWA, observed that the "Cal Poly link has been one of our most successful links". Mr. William Shongwe, Principal of SCOT, echoed similar sentiments when he noted that the link "has had a profound impact on staff... and on students in that they are exposed to the latest technology and teaching materials".

4. FURTHER INPUTS EXPECTED INTO THE PROJECT:

The project itself does not require further inputs, but the process of democratic change and economic growth does require continued support. It is hoped that the regional projects managed by USAID/Regional Center for Southern Africa will be used to further the achievements made by STRIDE.

5. LESSONS LEARNED

Lessons learned in the course of implementing the STRIDE project were as follows:

a) Training for National Impact

The project was originally designed with the view of building the capability of individuals (primarily mid- and upper-level Swazi managers/administrators) and strengthening the capacity of institutions (primarily training institutions). Upon the foundation of skilled individuals and strengthened organizations, sectoral or national level impacts were to follow.

During Phase II beginning in January 1994 STRIDE reversed that traditional sequence of project impact. It aimed directly at making national impact by addressing critical issues facing the country, namely industrial relations and democratic transformation. In order to accomplish this, training was designed differently in order to extend change to whole communities of interested

stakeholders. First, conferences and workshops were used to mobilize and engage large numbers of people from diverse interest groups. Second, every training event was seen as requiring another follow-up activity, such as forming working groups, producing widely disseminated follow-up reports, and organizing follow-up courses or workshops on specialized topics for smaller delegations of people. Third, follow-up conferences and meetings were then used to bring the groups back together again to reflect on progress and review the agenda for change. STRIDE purposefully opened the door to broad participation, facilitated the development of networks across interest groups, and gave people an opportunity to set clearer vision and goals for sectoral and national change.

In the process, the Swaziland Institute of Management and Public Administration, which was used frequently as a venue and resource for governance training, greatly increased its stature and was able to attract and retain better qualified trainers. Likewise, the drawing together of leaders and managers from government, NGOs, and the private sector helped them develop a broader vision of their role in transforming the nation. Thus the original objectives of improving individual capability and strengthening institutional capacity was achieved, but in a manner not foreseen.

b) Project Steering Committee

The record established by the performance of the STRIDE Steering Committee could serve as a model for other training projects. This committee was critical to the success of the project because it was comprised of individuals with authority to represent their sectors and organizations and who had genuine respect for differences of opinion. Equally important, they shared a vision of how to use training as a vehicle to promote significant organizational, sectoral or national change rather than seeing training as merely a means of providing skills and knowledge to individuals. The committee was also transparent in its decision making, with detailed minutes of monthly meetings prepared and carefully reviewed, and it developed clear standards and procedures for scrutinizing and approving applications for training.

c) Project Design

The STRIDE Project demonstrated how a training project begun in a traditional mode can be refocused as needed to support a very different strategy of achieving Strategic Objectives. Such flexibility in design, which provides project management the opportunity to respond to major changes in the environment, is a critical feature of any successful development assistance effort of this kind.

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